

## 4.14 POPULATION AND HOUSING

### 4.14.1 INTRODUCTION

The information provided in this section is based on the Fremont General Plan, estimates from the Association of Bay Area Governments' (ABAG) Projections 2009, and ABAG's Regional Housing Need Allocation (RHNA) for the 2007 to 2014 period. For the purposes of this analysis, because the project is anticipated to be fully operational by 2025, the following discussions focus on the most current population, employment, and housing projections through the year 2025.

For the purposes of this analysis, Scenario 2 (the construction of up to 448 single-family homes and 72 apartments) was evaluated because it would generate a larger population than Scenario 1 (the construction of up to 500 single-family homes).

Incorporation of the project applicant's new mitigation measure, eliminating the borrow of 300,000 cubic yard of soil southwest of Ardenwood Boulevard, as described in **Chapter 3, Project Description**, has not resulted in any changes to this section.

### 4.14.2 EXISTING CONDITIONS

#### Population

Fremont is currently the second largest city in Alameda County after Oakland, and the fourth most populous city in the Bay Area.<sup>1</sup> The population in Fremont and Alameda County are expected to grow by up to approximately 13 percent and 19 percent, respectively through 2025 as summarized in **Table 4.14-1, Fremont and Alameda County Population Growth Projections**.

According to ABAG Projections 2009, the 2005 population of Fremont was 210,000 and the 2005 population of Alameda County was 1,505,300. The City's population is anticipated to grow steadily by an average of 3.4 percent every five years. ABAG estimates that by 2025 the population of Fremont will be 238,100, which represents a growth of 13.4 percent between 2005 and 2025, compared to an 18.7 percent increase for the County during the same time period.

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<sup>1</sup> The Bay Area includes Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, and Solano counties.

Table 4.14-1 Fremont and Alameda County Population Growth Projections

Year	City of Fremont Population	Percent Change		Alameda County Population	Percent Change	
		Incremental <sup>a</sup>	Cumulative <sup>b</sup>		Incremental <sup>a</sup>	Cumulative <sup>b</sup>
2005	210,000	NA	NA	1,505,300	NA	NA
2010	214,200	+2.0	+2.0	1,549,800	+3.0	+3.0
2015	221,200	+3.3	+5.3	1,626,100	+4.9	+8.0
2020	230,600	+4.2	+9.8	1,705,900	+4.9	+13.3
2025	238,100	+3.3	+13.4	1,787,300	+4.8	+18.7

a Percent change from last measured year (5-year increments).

b Percent change from 2005

Source: ABAG Projections 2009.

## Housing

According to ABAG, the Bay Area is currently experiencing a “housing crisis,” with the amount of affordable housing in the region, including rental properties and ownership housing, at a record low. Existing and anticipated numbers of housing units, the average existing and future numbers of residents per unit, and the regional housing need determination for the project area identified by ABAG area provided below.

### Number of Households

Alameda County’s housing is anticipated to grow rapidly, by approximately 4 percent every 5 years. The County will add the second highest number of new households to the Bay Area through 2035, trailing Santa Clara County. Although the number of households in Fremont is also expected to increase, it will not increase as rapidly as households in the County as a whole. **Table 4.14-2, Fremont and Alameda County Household Projections** illustrates the projected number of households in Fremont and Alameda County.

The number of households in Fremont is projected to increase to 71,110 units by 2010 (approximately 1.4 percent), and is projected to grow by 13.7 percent from 2005 to 2025 to a total of 79,720 units. By comparison, the number of households in Alameda County is projected to grow by about 18.7 percent from 543,790 to 645,680 households between 2005 and 2025.

Table 4.14-2 Fremont and Alameda County Household Projections

Year	Fremont Number of Households	Percent Change		Alameda County Number of Household	Percent Change	
		Incremental <sup>a</sup>	Cumulative <sup>b</sup>		Incremental <sup>a</sup>	Cumulative <sup>b</sup>
2005	210,000	NA	NA	1,505,300	NA	NA
2010	214,200	+2.0	+2.0	1,549,800	+3.0	+3.0
2015	221,200	+3.3	+5.3	1,626,100	+4.9	+8.0
2020	230,600	+4.2	+9.8	1,705,900	+4.9	+13.3
2025	238,100	+3.3	+13.4	1,787,300	+4.8	+18.7

a Percent change from last measured year (5-year increments).

b Percent change from 2005

Source: ABAG Projections 2009.

### Average Household Size

According to ABAG Projections 2009, the average household size in Fremont will remain relatively stable at approximately 3 people per household through 2025.<sup>2</sup> The average household size in the County will remain stable at 2.7 people per household between 2005 and 2025.

### Regional Housing Needs Determination

ABAG's RHNA, prepared in May 2008, identifies the need for housing in Fremont and its Sphere of Influence (SOI) for the period between 2007 and 2014.<sup>3</sup> **Table 4.14-3, Fremont Regional Housing Need Allocation for 2007-2014** identifies the City's projected housing needs by income level through 2014. The total RHNA for Fremont is 4,380 units, divided among the defined income groups. The greatest need is in the above moderate and very low income categories.

Table 4.14-3 Fremont Regional Housing Need Allocation for 2007-2014

Income Group	Units	RHNA, 2007-2014
		Percent of Total number of Units Needed
Very Low	1,348	30.7
Low	887	20.3
Moderate	876	20.0
Above Moderate	1,269	29.0
Total	4,380	100

Source: ABAG Final Regional Housing Needs Allocations 2008.

<sup>2</sup> Calculated from ABAG Projections 2009 by dividing the household population by the number of households.

<sup>3</sup> ABAG Final Regional Housing Needs Allocations 2008. Available at: [http://www.abag.ca.gov/planning/housingneeds/pdfs/Final\\_RHNA.pdf](http://www.abag.ca.gov/planning/housingneeds/pdfs/Final_RHNA.pdf). Accessed June 2, 2008.

## Employment

Following a significant drop in jobs from 2000 to 2005, employment in Alameda County is projected to increase steadily until 2025. ABAG estimates that Alameda County will experience an approximately 26 percent increase from 712,850 in 2010 to 897,810 jobs in 2025.

The number of jobs in Fremont is also projected to increase by approximately 20 percent between 2010 and 2025, a rate slightly lower than the County's job growth rate during the same period. **Table 4.14-4, Fremont and Alameda County Jobs and Employed Resident Projections** summarizes the projected 5-year incremental increases in jobs in Fremont and Alameda County from 2005 to 2025.

A large portion of the jobs in Alameda County are located in Fremont, and this trend is projected to continue until 2025. In 2005, Fremont constituted approximately 14 percent of the total jobs in Alameda County. ABAG estimates that by 2025 Fremont will account for a slightly smaller percentage (13 percent) of jobs in the County.

**Table 4.14-4 Fremont and Alameda County Jobs and Employed Resident Projections**

	2005	2010	2015	2020	2025
<b>City of Fremont<sup>a</sup></b>					
Total Jobs	93,950	94,440	96,410	101,050	112,920
Employed Residents	102,850	104,270	110,620	121,480	130,960
Jobs per Employed Resident	0.91	0.91	0.87	0.83	0.86
<b>Alameda County</b>					
Total Jobs	730,270	712,850	761,270	825,070	897,810
Employed Residents	705,900	725,200	778,900	868,800	950,800
Jobs per Employed Resident	1.03	0.98	0.98	0.95	0.94

<sup>a</sup> ABAG employment projections are for Fremont's sphere of influence.

Source: ABAG Projections 2009.

## Jobs and Employed Residents

As shown in **Table 4.14-4**, since 2005 Fremont has had fewer jobs than employed residents, which means that some City residents travel elsewhere for work. While Alameda County had more jobs than employed residents in 2005, beginning in 2010, the County is projected to have fewer jobs than employed residents.

ABAG projects that over the next 15 years the number of jobs in Fremont and in Alameda County will continue to be less than the number of employed residents. By 2010, Fremont is projected to have 94,440 jobs and 104,270 employed residents, which translates to 0.91 jobs for every employed resident. This ratio is projected to remain between 0.83 and 0.87 until 2025.

### 4.14.3 REGULATORY SETTING

#### ABAG Regional Housing Needs Determination

The RHNA process addresses the need for housing across a range of incomes and in all communities throughout the state. To ensure that adequate housing is available for all income groups, the State Department of Housing and Community Development (HCD) is responsible for determining this regional need in coordination with ABAG. ABAG is required to distribute the region's share of statewide need to the cities and counties within its jurisdiction.

The purpose of the RHNA is to allocate to the cities and county their "fair share" of the Bay Area's projected housing need by household income groups, which are categorized as very low, low, moderate, and above moderate. As discussed in **Section 4.14.1, Existing Conditions** ABAG prepared the RHNA for the 2007-2014 period.

#### Project Consistency

The project's provision of housing and its consistency with its RHNA is discussed in **Section 4.14.3, Impacts and Mitigation Measures**.

## Fremont General Plan

Two chapters within the Fremont General Plan contain goals and objectives related to population and housing, Chapter 2, Fundamental Goals, and Chapter 3, Housing Element.

### Chapter 2, Fundamental Goals

The Fremont General Plan Chapter 2, Fundamental Goals includes the following applicable population and housing goals.

*Goal F-4: An Inclusive Community That Welcomes People of Different Ages, Ethnicity, and Income. Fremont is a diverse community, ethnically, racially, economically and socially. It is this diversity that makes Fremont a more cosmopolitan and exciting place, a unique city rather than just another homogenous suburb. Retaining diversity will not be easy in the face of increasing housing costs. The City must continue to plan for opportunities for people to live here.*

*Goal F-8: A Diversity of Residential, Recreational, Cultural, Employment, and Shopping Opportunities. This goal reaffirms the original vision of Fremont's early leaders of a complete city. Fremont has gone a long way toward achieving that goal, and will continue to encourage commerce and industry, promote a diversity of shopping, recreational and cultural opportunities, and meet the diverse residential needs of all Fremont residents. To ensure Fremont's ability to meet its social and employment goals, the City shall endeavor to provide an adequate share of diverse housing opportunities for future generations.*

### Project Consistency

The project's provision of housing and its consistency with its RHNA, as referred to in Policy 3B, is discussed in **4.14.3, Impacts and Mitigation Measures**. The most recent RHNA, which was published in May 2008, replaces the number of units referred to in General Plan Policy H3.3B.

The project includes two scenarios for providing affordable housing in the City. Scenario one includes a monetary contribution to the City's Affordable Housing Trust Fund to provide money for future construction of affordable housing in the City. Scenario two includes 58 affordable housing units spread across different income levels, 42 very low income units and 16 low income units. Both scenarios encourage economic diversity in Fremont. This is consistent with Goal F-4 which calls for economic diversity and goal F-8, which calls for a diversity of housing opportunities.

## Chapter 4, Housing Element

The Fremont General Plan, Housing Element (2007 – 2014) includes plans and policies regarding the preservation and enhancement of existing residential neighborhoods, quality of new housing types, housing affordability, and the expansion of housing alternatives. Relevant policies are as follows:

*Policy 2.01: Continue to update and apply building codes and adopt and maintain design standards to ensure development is of high quality, incorporates sustainable measures, and is consistent with the scale and character to the community.*

*Policy 3.01: Develop and utilize all available funding sources in order to provide the maximum amount of affordable housing feasible.*

*Policy 3.02: Promote existing opportunities to intensify development.*

*Policy 3.03: Encourage the development of a diverse housing stock that provides a range of housing types (including family and larger-sized units) and affordability levels throughout the community.*

*Policy 3.04: Remove constraints to housing development.*

### Project Consistency

The project would develop new residential units in accordance with the California Building Code and would be subject to the design standards and regulations for Fremont consistent with Housing Element Policy 2.01. The project would also incorporate sustainable design measures as required as part of the Alameda County “Build It Green” program for single-family homes. The project would include a variety of housing sizes for single-family homes, varying from 1,700 to 3,300 square feet. As described in Scenario 2, 58 affordable units would be developed, representing consistency with Policy 3.01 and Policy 3.03, which call for diversity in type, size, and cost of residential units; alternatively funds would be provided for affordable housing to increase diversity in the City. As a new residential development on a currently undeveloped area of land, Scenario 1 would promote an existing opportunity to intensify development through the construction of 500 housing units (Scenario 2 would construct 520 housing units) consistent with Policy 3.02 and Policy 3.04.

## 4.14.4 IMPACTS AND MITIGATION MEASURES

### Significance Criteria

Appendix G of the CEQA Guidelines identifies environmental issues to be considered when determining whether a project could have significant effects on the environment. The project would have a significant population and housing impact if it would:

- Induce substantial population growth in the area, either directly (e.g., by proposing new homes and businesses) or indirectly (e.g., through extension of roads or other infrastructure);
- displace substantial numbers of existing houses, necessitating the construction of replacement housing elsewhere; or
- Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

### Issues Not Discussed Further

#### Displace substantial numbers of existing houses

The project would not involve the demolition of any existing housing. As a result, the project would not result in the displacement of existing housing and no replacement housing would be required.

#### Displace substantial numbers of people

The project would not result in the displacement of existing housing; therefore, no individuals would be displaced or in need of replacement housing as a result of the project.

### Project Impacts

**Impact POP-1: The project would develop new residential units, which would generate population and housing growth in accordance with ABAG projections. (Less than Significant)**

Scenario 2 would develop 102 acres with up to 520 housing units; 448 single-family units and 72 apartments (Scenario 1 would develop up to 500 single family residential units). Scenario 2 is used for this analysis because it would have greater growth impacts than Scenario 1. Based on Fremont's average household size,



occupancy of these new housing units would be projected to increase the City's population by approximately 1,560 residents (1,500 residents in Scenario 1).<sup>4</sup> This population increase would represent approximately 6.5 percent (6.3 percent for Scenario 1) of the ABAG projected population growth in Fremont between 2010 and 2025.

Of the 520 units proposed by Scenario 2, 72 units would be available for rental. Over three-quarters of the 72 units (58 units), would be marketed as affordable housing, which would help Fremont meet its RHNA for lower income housing. Forty-two units would be restricted to very low income households and sixteen would be restricted to low income housing, providing opportunities to City residents having the greatest need for housing. The project would satisfy a portion of Fremont's remaining affordable housing need, particularly in the category of very low-income affordable housing. In Scenario 1, the project would provide a monetary contribution to the City's Affordable Housing Trust Fund for affordable housing construction elsewhere in the City, which would also help Fremont meet its RHNA allocation for lower income households.

Given that the number of housing units and estimated direct population increase associated with the project would be within numbers projected by ABAG, and given that the housing units provided by the project would help meet Fremont's RHNA, direct impacts from population and housing growth would be less than significant.

**Impact POP-2: Construction of the project would increase the number of jobs available in Fremont, which could indirectly increase the City's population should these jobs be filled by workers living outside of Fremont who then move to the City. (Less than Significant)**

Under both Scenario 1 and Scenario 2, construction of the project would result in a temporary increase in construction-related jobs opportunities in the local area. The opportunities provided by construction of the project would not however, likely result in household relocation by construction workers to the project area vicinity since these jobs would be temporary. The construction industry differs from most other industry sectors in several ways as described below.

- Construction employment has no regular place of business. Rather, construction workers commute to job sites that may change several times a year.

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<sup>4</sup> ABAG Projections 2009. Estimated population obtained by using 3.0 persons per household (520 x 3.0 = 1,560).

- Many construction workers are highly specialized (e.g., crane operators, steel workers, masons) and move from job site to job site as dictated by the demand for their skills.
- The work requirements of most construction projects are also highly specialized and workers are employed on a job site only as long as their skills are needed to complete a particular phase of the construction process.

Additionally, construction workers can be expected to be drawn from the construction employment labor force already residing in Fremont and surrounding communities. It is not likely that construction workers would relocate their place of residency as a consequence of working on the project. However, the construction jobs would be new jobs and would slightly alter the balance of jobs to employed residents in Fremont. This effect would not be permanent and, therefore, is not expected to change the current ratio of 0.91 employed residents per job. Employment opportunities provided by construction of the project would not generate substantial population growth.